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Letter dated 18 September 2015 from the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea addressed to the President of the Security Council

On behalf of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea, and in accordance with paragraph 42 of Security Council resolution 2182 (2014), I have the honour to transmit herewith the report of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator on the delivery of humanitarian assistance in Somalia and on any impediments thereto (see annex).

I would appreciate it if the present letter and the report were brought to the attention of the members of the Security Council and issued as a document of the Council.

(*Signed*) Rafael Dario Ramírez **Carreño**
Chair
Security Council Committee pursuant
to resolutions 751 (1992) and 1907 (2009)
concerning Somalia and Eritrea

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Annex

Letter dated 1 September 2015 from the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator addressed to the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea

In accordance with paragraph 42 of Security Council resolution 2182 (2014), I have the honour to transmit the report on the delivery of humanitarian assistance in Somalia and on any impediments thereto.

The humanitarian community working in Somalia wishes to advise that, as with the previous nine reports, it maintains the definition of "implementing partner" pursuant to paragraph 5 of Security Council resolution 1916 (2010), which is as follows:

> "Implementing partner" — a non-governmental organization (NGO) or community-based organization that has undergone due diligence to establish its bona fides by a United Nations agency or another NGO and that reports when requested to the Resident and Humanitarian Coordinator for Somalia on mitigation measures. Implementing partners have the following characteristics:
>
> (a) The organization is part of the consolidated appeals process for Somalia (or the Common Humanitarian Fund process); and/or
>
> (b) The organization is represented in a cluster's 3W matrix (*Who* does *What* and *Where*).

I remain available should you have any questions about the content of the report or need further clarification on the humanitarian situation in Somalia.

(*Signed*) Stephen **O'Brien**
Under-Secretary-General for Humanitarian Affairs
and Emergency Relief Coordinator

Report of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator

Introduction

1. The present report is the first submission pursuant to Security Council resolution 2182 (2014), the resolution succeeding resolutions 2111 (2013), 2060 (2012), 1972 (2011) and 1916 (2010), in which the Council established the reporting requirement, and the tenth submission in total pursuant to those resolutions. In paragraph 42 of resolution 2182 (2014), the Council requested the Emergency Relief Coordinator to provide an update by 1 October 2015 on the delivery of humanitarian assistance in Somalia and impediments thereto, through the support of United Nations agencies and humanitarian organizations having observer status with the General Assembly that provide humanitarian assistance in Somalia.

2. The present report covers the period from September 2014 to September 2015. It is focused primarily on the delivery of humanitarian assistance to affected people in areas under the control or influence of Al-Shabaab, which was included on the sanctions list pursuant to paragraph 8 of Security Council resolution 1844 (2008) by the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea on 12 April 2010.

3. As in the previous nine reports (S/2010/372, S/2010/580, S/2011/125, S/2011/694, S/2012/546, S/2012/856, S/2013/415, S/2014/177 and S/2014/655), the present report provides an outline of constraints to humanitarian access and operational implications, as well as mitigation measures put in place to address the politicization, misuse and misappropriation of humanitarian assistance. It is based on information gathered in consultation with the relevant humanitarian organizations active in Somalia and information from the Risk Management Unit in the Office of the United Nations Resident Coordinator for Somalia.

Humanitarian situation

4. The humanitarian crisis in Somalia remains among the most complex protracted emergencies in the world. Approximately 3.1 million people are in need of life-saving and livelihood support. According to the assessment of post-Gu rains food security and nutrition, carried out by the Food Security and Nutrition Analysis Unit of the Food and Agriculture Organization (FAO), the number of people who face food crisis or emergency increased by 17 per cent as compared with six months ago, from 731,000 to 855,000, while the number of those in food-stressed situations remained at 2.3 million. More than two thirds, or 68 per cent, of the people who are in crisis and emergency are internally displaced. Approximately 215,000 children are acutely malnourished, and 40,000 of them risk dying without therapeutic or nutritional assistance. Global acute malnutrition rates were found to be consistently above the emergency threshold of 15 per cent in settlements for internally displaced persons.

5. According to the FAO Somalia Water and Land Information Management project, the main Gu 2015 rainy season began on time but ended early in May. The rains also resulted in localized flooding in parts of Shabelle Dhexe and Mudug regions, which temporarily displaced an estimated 17,000 people and destroyed property and agricultural fields. The Food Security and Nutrition Analysis Unit projects a short-term deterioration in food security owing to below-average

agricultural production, poor rainfall in some pastoral and agro-pastoral areas, trade disruption in the most conflict-affected areas and continued displacement. In addition, the El Niño phenomenon is expected to prompt heavy rains and cause flooding along the Juba and Shabelle rivers, flash floods in parts of Galgaduud, Mudug and Nugaal in Puntland and drought conditions in parts of Somaliland. This is likely to lead to disease, loss of crops and property, and a deterioration in the food security and nutritional situations. Food security conditions are, however, expected to improve in livestock-dependent livelihood zones owing to an improvement in livestock herd size, increased milk availability and favourable livestock prices.

6. More than 1.1 million Somalis remain in situations of protracted displacement, and new military offensives launched on 17 July have triggered new displacements in areas of southern and central Somalia. To date, approximately 42,000 people have been displaced from areas in Bakool, Bay, Galguduud, Gedo, Hiraan and Shabelle Hoose, mostly to safer areas within the same regions and to areas in Juba Dhexe and to Mogadishu, and Dollo Ado in Ethiopia. Many internally displaced persons live in appalling conditions, in overcrowded settlements with limited access to appropriate water, sanitation and hygiene services, which puts them at high risk of disease. The internally displaced are further affected by continued forced evictions, and over 96,000 people were evicted in the first five months of 2015. Moreover, the crisis could be further compounded by the influx of Somali returnees and Yemeni refugees from the conflict in Yemen. By mid-August, over 28,000 people fleeing Yemen had arrived in Somalia, more than 90 per cent of whom were Somalis. The influx added to the larger long-standing return and repatriation issue of internally displaced persons in Somalia and Somali refugees in neighbouring countries. During the seven-month pilot phase, from December 2014 to early August 2015, with repatriation and reintegration assistance from the Office of the United Nations High Commissioner for Refugees, close to 2,600 Somali refugees were able to return to Somalia from Kenya. This is in line with the tripartite agreement signed in November 2013 between Somalia, Kenya and the Office in support of voluntary return for refugees.

7. Health conditions remain worrying, with acute watery diarrhoea and measles continuing to threaten the lives of Somalis. Approximately 3,300 suspected measles cases have been reported thus far in 2015, while about 4,000 cases of acute watery diarrhoea/cholera were recorded, with children under 5 years of age accounting for 85 per cent of the cases. As of mid-August 2015, as a result of concerted and well-coordinated efforts by UNICEF and the World Health Organization to respond to the outbreak of the virus, no new polio cases had been reported in the past year. This does not, however, rule out the re-importation of polio, and the risk of contraction remains. Vaccination campaigns to curb the current measles outbreak and to completely eradicate polio must be enhanced to increase the extremely low vaccination coverage of only 30 per cent. The forecasted El Niño event, which is projected to cause high rainfall throughout East Africa, may increase the already high incidences of malaria, diarrhoea and other diseases, as people are forced to resort to using unsafe water sources. Possible flooding, especially along the Juba and Shabelle rivers, could further aggravate the humanitarian crisis in the country by causing major population displacements, loss of lives, increased protection and human rights threats, disruption and reduced access to basic social services, the destruction of livelihoods and shelter, food insecurity, increased malnutrition, the contamination of the environment and humanitarian access hindrances.

Security situation

8. The volatile security situation continues to make the delivery of humanitarian assistance to people in need extremely dangerous. During the reporting period, Banadir (Mogadishu), Bakool, Bay, Hiraan, Galguduud, Shabelle Hoose and parts of Shabelle Dhexe were the regions most affected by conflict. Incidents included military operations, active hostilities, inter-clan conflicts, civil unrest and other forms of violence against civilians. Al-Shabaab continued to carry out complex attacks with improvised explosive devices, grenades and suicide bombings that targeted civilians and government personnel in hotels and public institutions, in particular in Mogadishu. Risks of exposure to indiscriminate violence remain high and continue to have an impact on the operational environment. On 26 July, an explosive-laden truck detonated outside the Jazeera Palace Hotel, killing 15 people, including 2 United Nations third-party contractors, and injuring several more. The blast caused structural damage to the hotel and nearby buildings, including the United Nations common compound in Mogadishu and three non-governmental organization (NGO) compounds.

9. In the first seven months of 2015, more than 80 security incidents affected humanitarian organizations. Some critical indicators, such as the number of aid workers killed and injured, have not improved from 2014, with 10 humanitarian workers killed and 17 injured during the first seven months of 2015. Arrests and brief abductions of humanitarian workers also remain frequent; at least 33 have been arrested and 8 abducted. By comparison, in 2014, 75 violent incidents led to the deaths of 10 people and the abduction and arrest of 22 staff. The attack of 20 April 2015 on a United Nations vehicle in Garoowe, which killed five people and injured five United Nations staff, was a game-changer for United Nations operations in Somalia. In response to the attack, the Organization is reassessing its operational modalities and has recently concluded a programme criticality review. Although no kidnappings for ransom were registered in 2013 and 2014, during the second quarter of 2015, Al-Shabaab demanded ransom for three humanitarian workers abducted in April in Gedo region. The three were only released two months later, following extensive community-level negotiations.

Humanitarian response, access constraints and operational implications

10. Delivering aid remains extremely difficult in Somalia, especially in areas under the control of Al-Shabaab. Assistance continues to be delivered through local partners in those areas, as agencies are not able to operate directly. Territorial gains through military action by Somali and African Union Mission in Somalia (AMISOM) security forces have not translated into safe and predictable road access, notwithstanding the Security Council's request in resolutions 2182 (2014) and 2232 (2015) that AMISOM and the Somali National Army give their utmost priority to securing key supply routes essential to improving the humanitarian situation in the most affected areas. Roadblocks and checkpoints in southern and central Somalia manned by armed actors continue to severely hamper the delivery of aid. The two main roads most affected by roadblocks remain Beledweyne-Buulobarde-Mogadishu and Mogadishu-Baidoa-Doolow. From July 2015, the restrictions have been further compounded by ongoing military offensives. As during the military offensives in 2014, Al-Shabaab is reportedly staying in the vicinity of recovered areas, causing fears that the recovered towns might be besieged. An increased Al-Shabaab presence on the roads between the recovered towns of Diinsoor and

Baidoa (Bay region) and between Ufurow (Bay region) and Baardheere (Gedo region) is being reported. Other actors and factions also obstruct road transportation. Such road access limitations increase operational costs for humanitarian agencies delivering food to affected towns. They also increase commercial food prices, as traders transfer the high cost of operating in insecure areas to consumers, making it difficult for vulnerable people to gain access to food. For example, in March 2015, humanitarian partners reported an increase in food prices in Ceel Barde, Bakool region, as a result of up to 12 illegal checkpoints on the main supply route connecting Ceel Barde with Belet Weyne, Hiraan region. The checkpoints were reportedly manned by local pro-government forces and allied militias or Al-Shabaab, who charged an average equivalent of $0.85 per sack of goods from the local traders at each checkpoint, leading to higher prices in markets in Ceel Barde. In addition, the road blockages continued to disrupt the livelihoods of local communities, rendering them dependent on humanitarian assistance and more susceptible to malnutrition and food insecurity. According to the Food Security and Nutrition Analysis Unit, in July 2015, the blockades resulted in the deterioration in the food security situation and an alarming threefold increase in severe acute malnutrition in Xuddur district of Bakool. Acute malnutrition rates nearly doubled from June to July, to very critical levels (32.7 per cent), compared with the critical levels (16.4 per cent) recorded in June 2015. Meanwhile, very critical levels of acute malnutrition relating to the road blockages have also been reported in Buulobarde, Hiraan region, which remains accessible by air.

11. Al-Shabaab and other armed groups continue their attempts to control aid delivery. The delivery of aid remains risky, with frequent riots and armed attacks by a multiplicity of actors occurring during distributions and at implementation sites. In July, gunmen from the local community shot at construction workers who were building Common Humanitarian Fund for Somalia permanent shelters for 110 internally displaced households in the Madiina Munawara settlement for internally displaced persons in Galcaio, Mudug region. In June, suspected Al-Shabaab members attacked and injured an NGO international staff member in Dhobley, Juba Hoose region. Moreover, in March, pro-government forces attacked a humanitarian aid distribution site as a local NGO partner distributed relief items to internally displaced persons in Baidoa, Bay region, and then drove away trucks loaded with the items. Following the incident, humanitarian organizations stepped up advocacy with government authorities on their roles and responsibilities in terms of respecting and protecting humanitarian workers, assets and operations and providing protection for civilians, including internally displaced persons. The security threats are not limited to humanitarian organizations, but extend to affected communities, who are subjected to intimidation and threats that sometimes escalate to violence aimed at coercing members to not accept humanitarian assistance. Threats targeting communities often force humanitarian organizations to postpone the implementation of a project until they receive security assurances for their staff and the community receiving help. For example, the Turkish Red Crescent postponed food aid distributions in Ceel Buur, Galgaduud region, from November 2014 to February 2015, following Al-Shabaab threats to the intended beneficiaries.

12. Following the Al-Shabaab attack on Garissa University College in Kenya on 2 April, the Kenyan authorities closed the Mandera border, which had been a key alternative access route to southern Somalia. While cargo transfers and movements across the border have since resumed, NGOs operating in Somalia faced difficulties

acquiring transfer permits for essential humanitarian supplies for programmes in southern and central Somalia. Requests for permits by most NGOs have been denied, provoking stock ruptures in several programmes. The shortage has been most felt in Gedo region, as the primary NGO partner was unable to continue supporting four hospitals in Belet Xawa, Doolow, Garbahaarrey and Luuq. Over a three-month period, the NGO was unable to transfer 12.5 tons of hospital cleaning material and 30 tons of medical and nutrition supplies meant for the monthly treatment of over 6,000 patients and 1,500 treatments. Following the failure of extensive advocacy efforts, their donors authorized the NGO to airlift supplies. This came after three months, during which the lack of medical supplies forced the closure of Malkaariye hospital, the only health facility serving five villages outside of Belet Xawa district, Gedo region. The airlift cost three times more than the amount that the NGO would have paid had it transferred the supplies by road, which is unsustainable.

13. Bureaucratic impediments in the form of arbitrary taxation by various local and government authorities have been on the rise and continue to delay and interrupt programming. This is mainly observed in Puntland and the southern and central regions, where regulatory measures for NGOs and other international organizations are being introduced. The impact on NGO partners is more substantial than that on their United Nations counterparts. Throughout 2014, the humanitarian community registered 76 incidences of delays, of which 71 per cent were related to bureaucratic impediments and 29 per cent were direct interferences in operational modalities. During the first seven months of 2015, humanitarian organizations recorded more than 40 incidents, including multiple demands for registration by local authorities and non-State armed actors that included arbitrary taxation, registration fees within the range of $500 to $1,000 each time and interference in operational modalities. Humanitarian organizations continue to advocate with the Federal Government of Somalia to simplify and expedite the processes to establish fixed and enabling regulatory frameworks for NGOs and international organizations.

14. The humanitarian response remains significantly underfunded. As of mid-August, the Somalia 2015 appeal was only 33 per cent funded, leaving a gap of $582 million. In July, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator Stephen O'Brien awarded a $20 million Central Emergency Respond Fund underfunded grant to Somalia. The funds will be used to provide basic services to address acute malnutrition among internally displaced people and host communities in Baidoa, Dhobley, Doolow, Galcaio and Garoowe and to ensure a protective environment through life-saving assistance to communities in underserved areas and those affected by floods, forced evictions and the military offensive. The Humanitarian Coordinator has also requested a Fund rapid response grant to support Somali returnees and refugees fleeing Yemen. It would support the immediate needs of an estimated 10,000 refugees and returnees over the next three months. Activities would include boosting life-saving responses at the ports of entry and reception centres and providing a nominal assistance package to returnees and refugees.

15. Notwithstanding the extremely challenging operational environment and severe funding shortfall, humanitarian organizations continued to provide assistance to people in need. Humanitarian partners implemented solutions to deliver food assistance, such as agreements with local communities to temporarily secure roads, cooperation with local implementing partners and airlifts to isolated areas. As of mid-2015, approximately 658,000 Somalis — or more than 23 per cent of the

2.8 million targeted beneficiaries — had been provided with assistance and protected through various interventions, including livelihood support activities, such as cash-for-work and food-for-work programmes, and training. Approximately 331,000 people were thus provided with food assistance, and 140,400 people received seasonal livelihood inputs. At the same time, partners in the nutrition cluster treated approximately 116,300 acutely malnourished children under 5 years of age. An estimated 421,000 people were provided with access to safe water and 89,000 people gained access to sanitation facilities. In addition, 555,270 Somalis received basic health services, and well-coordinated polio vaccination campaigns reached more than 4 million children nationwide, as a result of which there were no reported cases of polio in the past year. An estimated 44,000 students were provided with access to education by education partners, approximately 60,000 displaced people received emergency assistance packages and household items, including plastic sheeting, blankets and mattresses, and some 11,000 were provided with transitional shelter. Partners reached 15,600 people with protection activities such as medical, psychosocial and legal support for gender-based violence survivors; identification, documentation, tracing and reunification assistance for separated and unaccompanied children; mine risk education; and the provision of individual title deeds for the households of internally displaced people. In addition, more than 440 children formerly associated with armed groups were reintegrated.

Risk mitigation measures

16. Humanitarian organizations strengthened efforts to identify and detect factors that could lead to aid diversion, to evaluate the capacity of implementing partners and to track programmes with stronger reporting and auditing tools to ensure the delivery of critical, life-saving programmes.

17. The United Nations Somalia Risk Management Unit provided the United Nations system with risk management advice, risk management training, monitoring services and risk assessments for potential and existing partners. Risk assessments contain tailored recommendations designed to help agencies to address or mitigate identified risks, including fiduciary, fraud, programme, integrity and reputational risks. The Risk Management Unit continues to support the Office of Internal Oversight Services as required, through its monitoring team. The Unit developed and updated its Contractor Information Management System database, to enable the sharing of contract and risk-related information between United Nations agencies. The database contains information contributed by the Unit and 14 United Nations agencies on more than 2,000 contractors and suppliers to the United Nations in Somalia. The value of contracts covered in the database is in excess of $3.688 billion. Regular database updates include the listing of entities subject to Security Council sanctions and periodic updates of the World Bank exclusion list and the International Criminal Police Organization's list of wanted persons for Somalia. Individuals and organizations that have been identified in the reports on Somalia by the Somalia and Eritrea Monitoring Group are added to the database as and when required.

18. The Somalia risk working group, chaired by the Risk Management Unit, shared information on high-risk partners and collaborated in seeking common approaches to risk management challenges. The working group developed a minimum partner information collection standard, which was endorsed by the United Nations country team. This standard is intended to provide consistency in partner information collection for the benefit of all United Nations agencies in Somalia.

19. The Risk Management Unit also released an online introduction to risk management course, which is available to all United Nations staff in Somalia and is due to be released to the wider donor, government and NGO community in September 2015. This course provides an introduction to risk anagement processes, based on the ISO 31000 risk management standard, ir r to build risk management knowledge and awareness throughout the Somalia aid community. The United Nations increased its engagement with several international NGOs through the provision of advice and feedback on those entities' due diligence processes.

20. Early in 2015, the Office for the Coordination of Humanitarian Affairs rolled out the new global guidelines for country-based pooled funds. The guidelines highlight the pivotal role that pooled funds, including the Common Humanitarian Fund for Somalia, play in strengthening field effectiveness through predictable, timely and needs-based humanitarian financing. They include an accountability framework and operational modalities, which provide a set of risk management tools to address factors that may hinder the ability of funds to achieve their objective. In adherence to the guidelines, and as has been the practice for the Common Humanitarian Fund for Somalia, the risk levels of implementing partners, which were based on scores from partner capacity assessments, audit reports and monitoring and information from credible external sources, were used to guide the selection of the first standard allocation projects of 2015. The accountability and performance mechanisms under the global guidelines for country-based pooled funds, once fully implemented, will further help to detect and mitigate risks, in particular with respect to the diversion of funds.

21. While improved monitoring mechanisms have helped to detect risks, recovering misappropriated funds and seeking justice for criminal activity are other significant challenges that partners are actively working to address.

Impact of paragraphs 21 to 24 of resolution 2111 (2013)

22. Paragraph 41 of resolution 2182 (2014) provides that, until 30 October 2015, the obligations imposed on Member States in paragraph 3 of resolution 1844 (2008) shall not apply to the payment of funds, other financial assets or economic resources necessary to ensure the timely delivery of urgently needed humanitarian assistance in Somalia. While organizations surveyed during the reporting period did not explicitly comment on the impact of paragraphs 40 to 42 of resolution 2182 (2014) on their ability to implement programmes, the non-renewal of the humanitarian exemption would result in delays in the delivery of humanitarian assistance in areas controlled by non-State armed groups.

Conclusion

23. After more than two decades of violence and political instability, Somalia is on a positive trajectory, with improvements in socioeconomic indicators and engagements with international partners. This encouraging trend is, however, taking place against a backdrop of precarious humanitarian and security situations and amid chronic vulnerabilities arising from the continued insecurity and extremely low levels of social and economic development. Humanitarian partners continue to work despite significant access and security challenges, and continue to require flexible and timely funding to effectively assist 3 million Somalis. The delivery of assistance remains costly and unsustainable. Road access is therefore required for people's livelihoods and to enable humanitarian partners to deliver life-saving

assistance. Aid organizations continue to call upon AMISOM to strengthen the implementation of its mandate to facilitate humanitarian access, in particular in relation to securing the roads, to enable humanitarian partners to address urgent needs in line with paragraph 29 of resolution 2182 (2014) and Somalia-specific civil-military guidelines signed by the United Nations and AMISOM in November 2014.

24. Concerted efforts have also been made in the past six months to deliver humanitarian assistance by further strengthening monitoring systems and streamlining risk mitigation strategies and methodologies among NGOs, the United Nations and donors. This was initiated through the multi-party risk working group, where the United Nations, donors, World Bank and representatives of the NGO community regularly convene to discuss common approaches to risk management challenges. The recent United Nations guidelines and principles on reporting fraud have been translated into Somali and will be shared throughout the NGO community in Somalia. The detection of aid misuse has increased and indicates enhanced monitoring and risk management.

25. In the light of the foregoing, the Under-Secretary-General and Emergency Relief Coordinator invites the Security Council to renew the humanitarian exemption provided in paragraph 41 of resolution 2182 (2014).